

**REGIONAL VARIATIONS IN SOCIAL DEVELOPMENT AND
LEVELS OF LIVING - A STUDY OF THE IMPACT
OF PLAN PROGRAMME5o, 1967 VOLUME-I**

1. The Study

A knowledge of the inter-state and inter-regional **differences** with regard to various socio-economic indicators was necessary to devise appropriate measures for balanced development in successive plan period. A Study of this nature was proposed by Prof V.K.R.V Rao in the meeting of National Development Council held in November, 1963. This was felt necessary in order to analyse the improvements made in agriculture, education, health, roads, the levels of consumption and employment, the extension of adoption of improved agricultural practice, utilisation of irrigation potential etc. during the plan period. The report also threw light on the nature of changes which had taken place over the plan periods.

The study was envisaged as a co-operative efforts between the Bureaux of Economics and Statistics of the State Govts and the Central Agencies. The Programme Evaluation Organisation was entrusted with implementation of the project.

The study was organised in three parts. The first part related to the analysis of available administrative data on agriculture, education, health and roads which threw light on the extent of creation of facilities and utilisation in the selected sectors of different regions. The second part was based on data on consumption and employment mainly from the 17th round of NSS, on land holdings from the 16th and 17th rounds of the NSS and on credit and indebtedness froffi the Rural Debt and Investment Survey, 1961-62 conducted by the Reserve Bank of India. The third part of the study related to four new survey's undertaken by the State Govts. on (i) adoption of improved agricultural practices, (ii) utilisation of irrigation facilities and potential, (iii) Soil conservation and (iv) education, drinking water and other village facilities. This volume deals with the first and second parts of the study.

2. Objectives

To attempt an analysis of differences in improvements made in agriculture and similar fields and on levels of consumption and employment among different regions and different section of population in each State.

3. Geographical Coverage

Since the study was to provide regional analysis ' it was decided to adopt the National Sample Survey classification of regions which were formed by the division of the Country into a number of agricultural regions by grouping contiguous districts within each state having similar crop pattern and population densities. For the purpose of the study there were, however, deviations in some States like Maharashtra, Gujarat, Punjab, Jammu & Kashmir and West Bengal where due to certain administrative and other conveniences, the classification did not conform to that of the National Sample Survey. Among the regions, the Union Territories of Delhi and Himachal Pradesh formed one region and Manipur and Tripura another.

4. Reference Period

Available data for the period 1950-51 and 1964-65 were analysed.

5. Main Findings

1. Seven states i.e Punjab, Madras, Himachal Pradesh, Madhya Pradesh, Mysore, Maharashtra and Bihar had shown comparatively high rates of growth of agricultural Production during 1952-53 to 1961-62. The rates vary from 3.40 per cent in Bihar to 5.62 per cent in Punjab as compared to the all India rate of 3.23 per cent per annum.

12. Per capita cultivable area had declined by about 11 per cent over the period 1955-56 to 1961-62. The decrease was noticed in all the states except Gujarat, where there was an increase of 13 per cent. The per capita availability of cultivable area varied from 0.14 hectare in Kerala to 1.3 hectare in Rajasthan in 1961-62.

3. The data on the percentage of area cultivable but not cultivated to geographical area in the states revealed that the unutilised land potential in relation

to geographical area was quite high; about one fifth of the geographical area was uncultivated though cultivable. Over the period 1955-56 to 1961-62, it had gone down slightly from 23 per cent to 21 per cent.

4. The data on land utilisation revealed that the net sown area per capita of rural population varied from 0.13 hectare in Kerala to 0.78 hectare in Rajasthan while most of the states indicated reductions in the net sown area per capita of population, Andhra Pradesh and Gujarat showed increase to the extent of 3 and 15 per cent respectively. In the fourteen reporting states, the proportion of net sown area to geographical area had increased slightly from 43 to 44 per cent over the period 1955-56 to 1961-62.

5. The double cropped area expressed as per centage to net, sown area had increased marginally from 15.2 in 1955-56 to 16.1 in 1961-62 in the fourteen reporting states.

6. Taking all the regions into account, the proportion of net sown area irrigated varied from 1.4 per cent in Baroda region of Gujarat to 65.5 per cent in the Industrial region of Punjab.

7. During the period 1955-56 to 1961-62 the highest percentage of growth in the value of output per capita was attained in Orissa followed by Punjab.

8. All the States had recorded rise in the general level of literacy over the period 1951 to 1961.

9. The highest growth in number of schools per lakh of population during the plan period was noticed in J&K where the schooling facilities increased between 1950-51 and 1962-63 by more than three times. During the same period increase of 50 to 100 per cent in educational facilities had been recorded in M.P., Orissa, Rajasthan and West Bengal.

10. Over the Plan periods, the extent of enrolment for the age-group 11-14 years in class VI to VIII had increased considerably. Kerala had the highest enrolment in proportionate terms followed by Madras, Madhya Pradesh, Maharashtra, Mysore, Punjab & J&K.

11. **Enrolment** of boys and girls of age group 14-17 years was much lower than in the lower age group. The extent of enrolment for this age-group in classes IX-XI ranged from 5.6 per cent in Orissa to 38.1 per cent

in Kerala. Enrolment of girls of age-group 14-17 years in classes IX-XI varied from 31 per cent in Kerala to only 1 per cent in Orissa.

12. The outlay on health increased from Rs-141 crores in the First Plan to Rs 225 crores in the Second Plan and Rs.342 crores in the Third Plan. In the Third Plan besides the usual health programme, the family planning programme got a good initial impetus.

13. In the country as a whole the number of hospitals and dispensaries per lakh of population increased from 2.38 in 1950-51 to 2.87 in 1960-61. At the end of the Third Five Year Plan, it was expected to be 3 per lakh of population.

14. During the year 1950-51, there was 1.13 lakh hospital beds available in the country for indoor treatment. The number increased to 1.25 lakh in 1955-56 and to 1.86 lakhs in 1960-61. In terms of population, there were 31.2 beds in 1951 for one lakh of population which increased to 42.4 in 1961. This was expected to increase to 50 by 1966.

15. The total number of registered doctors in the country was 56000 in 1950-51 and had increased to 65000 in 1955-56 and to 70,000 in 1960-61. The highest number of doctors per lakh of population was observed in Kerala (106) followed by Punjab (95). The least number (about 30) was recorded in M.P. and Rajasthan.

16. During 1955-56, the number of Primary health units in the country was only 725 which increased to 2800 by 1960-61. The Third Plan envisaged 8223 Such units.

17. The expenditure on road development in the Second Plan period was about Rs.224 crores. The outlay on road development programmes included in the Third Plan was about Rs.324 crores. In the Fourth Plan period the outlay proposed for road development was Rs.760 crores.

18. Data on the length of rural roads per 100 square Kilometres of rural area revealed that the West-Bengal had the best rural road facilities (49.9 km per 100 sq kms) followed by Madras. The other states where the length of rural roads per 100 square kilometres was relatively high were Orissa, Kerala and Assam. The least developed in this respect was J&K with only 4.4 Kilometres per 100 square Kilometres.

19. Rural households with expenditure not exceeding Rs.100 per month constituted about 3 in 4 in Andhra Pradesh, 2 in 3 in Orissa and Madhya Pradesh and 1 in 2 in Madras, Maharashtra, U.P. and West Bengal; over 40% of the Urban households in U.P. and Orissa were also below this line;

20. There had not been much of an improvement in the level of per capita expenditure over the 12 years period ending 1963 even in current prices, while the consumer prices had increased substantially during the period;

21. Rural consumer expenditures were generally high in Jammu and Kashmir, Punjab, Rajasthan, Assam and the Union Territories and comparatively low in Andhra Pradesh, Kerala, Maharashtra and Orissa.

22. Urban consumer expenditure were generally high in Assam, West-Bengal, Maharashtra, Punjab and the Union Territories and rather low in U.P. and Kerala.

23. The share of the food in the **total expenditure** was about 70% in rural areas and nearly 60% in the urban areas; this percentage was the highest in the rural areas of Andhra Pradesh, Assam, Gujarat, Madras and Maharashtra and the lowest in rural Punjab, Kerala and Mysore.

24. Cereals and pulses accounted for a major part (70%) of the food expenditure in the rural areas and also in the urban areas of Rajasthan, UP and Manipur.

25. Expenditure on milk and milk products was generally higher in the urban areas than in the rural **areas**.

26. Inter-regional variations in per capita expenditure of rural households seemed to be considerable in Rajasthan, U.P., West-Bengal and Orissa.

27. Consumption expenditure of households in towns having population less than 50,000 were generally lower than in larger towns, and cities;

28. The per capita consumption expenditure rose in general, with an increase in the level of household expenditure both in rural and urban areas of the States;

29. Quantitatively per capita consumption of **cereals was** generally higher in the rural areas than in the urban

30. Consumption of coarse grains was generally higher in the lower expenditure groups than in the higher **expenditure** group; however, in the eastern part of the country **as** well in the urban areas of Punjab and Kerala consumption of coarse cereals was insignificant;

31. The consumption of cereals per head in rural areas was the highest in Rajasthan followed by Orissa and the lowest in Kerala;

32. Labour force participation was the highest in Madhya Pradesh and Andhra Pradesh where over 60 per cent of the males and 40 per cent of the females participated in economic activity; it was the lowest in U.P. and Punjab where participation of women was very low.

33. Among the agricultural population which dominated the rural community, over 20 per cent depended mainly/ on agricultural labour in Andhra Pradesh, Madras, Mysore, MAharashtra, Punjab, Orissa, West Bengal and Assam;

34. While most of the rural population depended on self-employment, a majority of the urban population depended on paid employment. Among the population dependent on self-employment, majority depended on household industry and trade, while among those dependent on paid-employment, a majority generally depended on manual occupations;

35. Urban unemployment was comparatively high in West Bengal, Kerala, Madras and Maharashtra;

36. A majority of the unemployed persons in the urban areas of West-Bengal, U.P., Punjab and Mysore were unemployed for over 6 months, a quarter of the unemployed persons in urban Kerala were unemployed for less than a month;

37. Among the persons currently employed, more than 25 per cent in the urban areas of Andhra, Madras, Mysore, Kerala, Orissa and Assam and more than 30 per cent in the rural areas all over excepting U.P., Punjab and Rajasthan, worked 42 hours or less a week.

38. More than 20 per cent of the workers in the urban areas of Kerala, Madras, Mysore, Punjab, West Bengal and Assam worked for more than 56 hours a week; in the urban areas in Punjab and U.P. the proportion was generally higher and exceeded 40 per cent.

39. The average size of land **holding** had diminished considerably over the **last few years**.

40. A large majority of the land owners had less than 2.5 acres each in most States;

41. The average operational holding was slightly larger than the ownership holding; a majority of the operational holdings were of less than 5 acres each in a majority of the States;

42. Most of the operational holdings were owned by rights conferred by Government except in Kerala where a large part of the land was taken from intermediaries;

43. Generally speaking, States with better irrigation facilities had small sized holdings and vice versa;

44. Larger holdings made use of a major part of the irrigation potential.

45. The average capital expenditure per household was Rs.140.7 comprising of Rs.95.2 on farm business, Rs.6.4 on non-farm business, Rs.32.2 on residential plots and buildings and Rs.6.9 on durable household assets. In general, the proportion of average expenditure financed by borrowing was high where average expenditure was high.

46. Capital expenditure on farm business varied substantially from State to State from less than Rs.40 per household in Assam and West-Bengal to over Rs.180 in Mysore. It was comparatively high in Andhra Pradesh, Gujarat, Madras, Punjab, Rajasthan and Uttar Pradesh besides Mysore and comparatively low in other States.

47. The amount financed from borrowing per reporting households on non-farm business varied from Rs.174 in Madhya Pradesh to Rs.828 in Gujarat and was invariably higher than the investment per household. This, again, showed that borrowing was resorted to generally in case of large expenditure.

48. Borrowings in general seemed to be higher in the economically advanced regions than in the backward regions.

49. While in the lowest asset group "less than Rs.50011, the average borrowing varied from Rs.66 in Orissa to Rs.293 in J & K, in the highest asset group. 'Rs.20,000 and above' it varied from Rs.350 in Assam to Rs.2,455 in Rajasthan.

50. By far the largest share of the cash loans borrowed per reporting cultivator household goes to capital and current expenditure on farm business. Non-cultivator households also utilized large amount of loans for capital expenditure on farm business, but the largest share of their borrowings was meant for capital expenditure on non-farm business in most States.

51. The main agencies distributing substantial amounts of cash loans in 1961-62 were agricultural money-lenders, professional money lenders, Government and Cooperatives.

52. Agricultural money lenders provided considerable amount of cash loans to rural households in Assam, Madhya Pradesh, Punjab, Rajasthan and West Bengal. Professional money lenders also offered substantial **amounts** of cash loans in Madhya Pradesh, Rajasthan and Uttar Pradesh.